

Message Text

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ACTION ACDA-10

INFO OCT-01 EUR-12 ISO-00 ACDE-00 ERDA-05 CIAE-00 H-02

INR-07 IO-10 L-02 NSAE-00 OIC-02 OMB-01 PA-01 PM-03

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FM USMISSION NATO

TO SECSTATE WASHDC PRIORITY 1268

SECDEF WASHDC PRIORITY

INFO USDEL MBFR VIENNA

AMEMBASSY ATHENS

AMEMBASSY BONN

AMEMBASSY COPENHAGEN

AMEMBASSY LONDON

AMEMBASSY OSLO

AMEMBASSY ROME

AMEMBASSY ANKARA

USNMR SHAPE

USCINCEUR

S E C R E T USNATO 2109

E.O. 11652: GDS

TAGS: PARM NATO

SUBJ: MBFR: FLANK SECURITY: SPC DRAFT GUIDANCE TO AHG

REF: A. MBFR VIENNA 185;

B. USNATO 1996 DTG 111440Z APR 75;

C. STATE 175188 DTG 10 AUG 74;

D. USNATO 2024 DTG 121900Z APR 75 (NOTAL)

1. VIENNA IN REF A RECOMMENDED DELETION FROM FORMULATION PART OF SPC DRAFT GUIDANCE ON FLANK SECURITY (REF B) OF THE FIRST SENTENCE ("THE U.S. AND USSR UNDERTAKE, ETC.") AND THE LAST SECRET

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PHRASE ("OR CIRCUMVENT, ETC.").

2. MISSION WISHES TO POINT OUT THAT THE U.S. ACCEPTED BOTH THE FIRST SENTENCE AND THE LAST PHRASE IN AUGUST, 1974. U.S.

CONSIDERED THAT THE FIRST, "CHAPEAU" SENTENCE, IN COMBINATION WITH THE BELGIAN FORMULATION (CONTAINING THE "OR CIRCUMVENT" PHRASE) "WOULD PROTECT THE BASIC INTERESTS OF THE FLANK STATES WITHOUT COMPROMISING ESSENTIAL ALLIED FREEDOM OF ACTION" (PARA 1, REF C). MISSION, OF COURSE, HAS DRAWN ON THIS INSTRUCTION IN SUPPORT OF THE BELGIAN FORMULATION.

3. MISSION NOTES THAT THE FORMULATION PART OF THE SPC DRAFT GUIDANCE MUST BE CONSIDERED IN CONJUNCTION WITH PARAS 3 D AND E OF THE DRAFT GUIDANCE. THESE LATTER PARAS REQUEST THE AHG TO IDENTIFY THE FORMULATION AS THE ALLIED POSITION ON FLANK SECURITY, AND TO MAKE CLEAR TO THE EAST THAT "IN ADDITION" THE ALLIES WILL LATER MAKE PROPOSALS ON GENERAL NON-CIRCUMVENTION. IN THIS LIGHT, THE EAST COULD NOT LEGITIMATELY CLAIM THAT THE FORMULATION WAS ANYTHING OTHER THAN A FORMULATION ON THE FLANKS.

4. MISSION BELIEVES THAT A U.S. REQUEST AT THIS LATE DATE TO DELETE THE FIRST SENTENCE WOULD MEET VERY STRONG OPPOSITION FROM THE FLANK COUNTRIES, AND WOULD PROBABLY MAKE ALLIED AGREEMENT ON A POLITICAL FORMULATION ALONG THE LINES OF REF B IMPOSSIBLE. THE FIRST SENTENCE WAS NOT OF INTEREST ONLY TO THE DUTCH, BUT TO SEVERAL DELEGATIONS, INCLUDING THE FLANK COUNTRIES. THE FIRST SENTENCE REPLACED THE ORIGINAL BELGIAN LANGUAGE, STRONGLY SUPPORTED BY THE FLANK COUNTRIES, WHICH HAD PROHIBITED "INDIRECT" REDEPLOYMENT TO THE FLANKS, I.E., WHERE SOVIET FORCES WITHDRAWN FROM NGA WOULD GO, FOR EXAMPLE, TO SMOLENSK, RELIEVING FORCES IN SMOLENSK TO PROCEED TO THE FLANKS. FLANK COUNTRIES CONSIDERED THE PRESENT, FIRST "CHAPEAU" SENTENCE A POOR SUBSTITUTE, BUT ACCEPTED IT.

5. MISSION BELIEVES THE FORMULATION WOULD BE BETTER WITHOUT THE LAST ("OR CIRCUMVENT") PHRASE, AS WE STATED IN REF D, SO WE AGREE WITH VIENNA ON THIS POINT. HOWEVER, THE U.S. HAS ALREADY ACCEPTED THIS PHRASE, AND AS NOTED IN REF D, THE DUTCH (WHO APPEAR TO BE THE ONLY COUNTRY INTERESTED IN THIS PHRASE) HAVE STRONGLY SUPPORTED THE BELGIAN FORMULATION AND U.S.

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POSITIONS ON FLANK SECURITY UNDER THE IMPRESSION THAT THIS PHASE WAS AGREED. IF THE DUTCH STILL FEEL STRONGLY ABOUT THIS PHRASE (AND DUTCH DELEGATION STILL HAS NOT HEARD FROM THE HAGUE), MISSION BELIEVES THAT THE U.S. SHOULD AT LEAST INITIALLY SUPPORT THEM BY NOTING THAT WE HAVE ACCEPTED THIS PHRASE. IF ITALY AND THE UK PERSIST IN WISHING TO CHANGE THIS PART OF THE DRAFT GUIDANCE, THEN SOME ACCOMMODATION WILL BE NECESSARY. IN THAT EVENT, ON A POSSIBLE WAY OF ACCOMMODATING THE DUTCH WOULD BE TO DROP THE PHRASE IN QUESTION AND INTRODUCE A PHRASE IN PARA 3 E OF THE DRAFT GUIDANCE ON THE IMPORTANCE OF GENERAL NON-CIRCUMVENTION. UNLESS THE DUTCH FEEL THAT THIS GUIDANCE MEETS THEIR CONCERNS, THEY ARE LIKELY TO MAINTAIN THEIR BRACKETED LANGUAGE IN PARA 3 D, WHICH PLACES A NAC "HOLD" ON

AHG USE OF THE GUIDANCE WITH THE OTHER SIDE.

6. MISSION BELEVES IT WORTH NOTING THAT THE PRESENT SPC DRAFT GUIDANCE ON FLANK SECURITY HAS THREE IMPORTANT ADVANTAGES FROM U.S. STANDPOINT. FIRST, IT DEMONSTRATES U.S. INTEREST IN RESOLVING THE PROBLEM OF FLANK SECURITY. SECOND, IT IS A POLITICAL FORMULATION, WHICH CALLS ITSELF "THE ALLIED POSITION ON FLANK SECURITY," AND THUS CREATES STRONG IMPLICATION AGAINST PARA 30 MEASURES AND AGAINST DEFINING THE GEOGRAPHIC AREAS, REGARDLESS OF ANY FOOTNOTE FOR INTERNAL ALLIED INFORMATION SAYING THAT ALLIES MUST EVENTUALLY DECIDE WHETHER TO DEFINE THE GEOGRAPHIC AREAS. THIRD, IT CREATES A CLEAR SEPARATION BETWEEN FLANK SECURITY AND THE PROBLEM OF HUNGARY, WHICH WILL BE HELPFUL LATER ON WHEN THE U.S. WILL, WE ASSUME, WISH A MORE SPECIFIC RESTRICTION ON REDEPLOYMENT OF WITHDRAWN SOVIET FORCES TO HUNGARY. BRUCE

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